



PLAN COMMISSION STAFF REPORT

ITEM NO:	2 & 2A
APPLICATION NO.	LEGP NO. 0238-2024 (Change of Zoning), LEGP NO. 0237-2024 (Planned Development Overlay)
MEETING DATE:	February 18, 2025
SUBJECT:	Change of Zoning and Adoption of Preliminary Development Plan
PETITIONER(S):	Thieme's, Entrust Group, Inc., Musselman, B & B Holdings II, LLC, Estate of Howard D. Verbryck, Gatewood Farms (Owners) and Lennar Homes of Indiana, LLC, Henke Development Group, LLC (Applicants/Developer), Dentons Bingham Greenebaum (Matthew Price, Attorney)
SUMMARY:	Adoption of a change of zoning, preliminary development plan and governing planned development ordinance
LOCATION:	East of Olio Road, north and south side of E. 156 th Street, west of Cyntheanne Road, and north and south of E. 146 th Street
WAIVERS REQUESTED:	Reference staff report
RECOMMENDATION:	Approval
PREPARED BY:	Joyceann Yelton, Development Services Manager jyelton@noblesville.in.us 317-776-6325

Planning Terms

Development Plan- A scale drawing, including a legal or site description, of the real estate involved which shows the location and size of the following, both existing and proposed: all buildings, structures, and yards; topographic map; location and dimension of building lines and easements; widths and lengths of all entrances and exits to and from said real estate; location of all adjacent or adjoining streets, service facilities; and other improvements such as planting areas.

Change of Zoning- An amendment to a zoning map to effect a change in the nature, density or intensity of uses allowed in a zoning district or on a designated parcel or land area.

Planned Development- A large-scaled unified development consisting of a parcel or parcels of land, controlled by a single owner and developed as a single entity. The area of land is then developed according to the adopted preliminary development plans and approved detailed plans with more flexible standards, such as lot sizes, uses, and setbacks than those restrictions that would normally apply to a specific zoning district.

Preliminary Development Plan- The initial development plans as proposed for a district overlay following approval by the Plan Commission and adoption by the Common Council of said drawings and Planned Development ordinance including any waivers from the underlying zoning district regulations and commitments by the developer for said real property.

Corporate Campus Planned Development District- (CCPD) The purpose of the Corporate Campus Planned Development District (CCPD) is to encourage economic development activity and high quality, well-integrated development both north and south of the 146th Street corridor, east of State Road 37 to Prairie Baptist Road and Atlantic Road, and north of the 1-69 interchange. This district is intended to provide for a broad range of uses, thus expanding employment opportunities in Noblesville and enhancing its tax base. Within this district are several subdistricts that represent various physical character areas. Although the CCPD District shall be developed in a unified and coordinated fashion, each of the subdistricts has tailored a purpose, use, bulk and site development standards reflective of its location, function, and desired appearance within the corporate campus park.

Innovation Mile District (IMD) – The purpose of the Innovation Mile District (IMD) is to create a dynamic business and technology hub that will serve as an anchor for revolutionary thinking and a gateway for innovation, leveraging long-term growth opportunities, and a catalyst for reinvestment in the City of Noblesville.

Planned Business (PB) – The purpose of this district is to encourage well-planned business uses specifically regarding the design, parking, egress/ingress, service facilities, and convenient and safe pedestrian accessibility and can be established only along major arterials as per the thoroughfare plan.

Moderate to High Density Residential (R3) - The purpose of this district is for the establishment of moderate to high density single-family homes.

Multi-Family Residential (R-5) - The purpose of this district is to establish multi-family dwellings of high density with the predominant housing type being townhouses and garden apartments. This district must abut a collector or arterial roadway.

Waiver- A specific modification or lessening of the regulations of the Unified Development Ordinance granted by the Plan Commission and Common Council of said drawings and Planned Development (PD) ordinance including any waivers from the underlying zoning district regulations and commitments by the developer for said real property.

Stipulation - A condition, requirement, or item specified as a part of an agreement or ordinance.

Condition - A restrictive or modifying factor that is essential to the occurrence of something else.

Procedure

The application was filed and is now ready for a public hearing at the February 18, 2025, Plan Commission meeting. The proposed amendment is discussed at a Plan Commission Meeting where a public hearing is held. The Plan Commission hears the evidence presented by Staff, applicant/owner, and any individuals in the audience wishing to speak for or against the proposed amendment. The Plan Commission then makes a recommendation to the Common Council for either adoption, denial, or amends the applicants' proposal. The Plan Commission has the authority to modify the proposal and/or attach conditions to the recommendation. The Council then hears the proposal, including the Plan Commission's recommendation possibly at two separate Council meetings. At the final Council meeting the amendment is adopted, denied, or modified by the Council. Prior to the public hearing before the Commission, a published legal notice is advertised in the newspaper and public hearing notices are sent to the surrounding property owners by certificate of mailing. Notices were sent to the surrounding property owners as required.

Correspondence

As of the time of writing, Staff had not received any written correspondence on these applications.

Background

This proposed development has been in the working stage from the developer with the City of Noblesville for many years and has been vetted by the City Administration. The property is located within Wayne township and is southeast of Finch Creek Planned Development (mixed use community and east of Ruoff Music Center (formerly Deer Creek Music Center). The property will be known as "Gatewood Lakes". This project is a collaboration between the Henke Development Group with the Gatewood Family and other owners and the City of Noblesville to conceptualize a master planned community that includes a dynamic business and technology hub. This project is being thoughtfully conceptualize as an enhancement to the City's vision for "Innovation Mile".

The overall property contains approximately 1,140 acres. Of the 1,140 acres, approximately 121 acres is already within the corporate limits and is currently a part of the Corporate Campus Planned Development area (south of E. 146th Street). Currently, the zoning is A2(S) or A2 which are County zoning districts that are agricultural subdivision or agriculture. Pending before the City Council is an annexation application for approximately 1,033 acres. The rezoning and the adoption of the Planned Development ordinances by the city will not take effect until the annexation is completed and advertised as required by law.

Staff has been working with the developers very diligently since the initial submittal with multiple versions of both the change of zoning ordinance and the planned development ordinance. Attached are the latest versions of both.

Summary

"Gatewood Lakes" is a mixed-use master planned community that will be built around a picturesque lake comprising a vibrant community island. The proposed project will incorporate a wide-range of high-quality housing options including single-family, two-family, townhomes, multi-family, neighborhood commercial offerings and resort-style amenities. Throughout the development will be walkways, paths and trails for pedestrians, bikes, and golf-carts. The community is to be a welcoming oasis for all generations with a focus around nature, leisure, and convenience. Gatewood Lakes is to be a destination for those seeking an abundant life, shared with friends and family as well as staying connected to Noblesville's rich history and vibrant local economy. It is designed as a golf-cart community including 2.5 miles of shoreline along the Gatewood Landing subdistrict with, approximately 140 acres of green space, blueways, parks and more than 20 miles of scenic trails for walking, biking, and connecting with nature.

Within the larger community are subdistrict communities including The Market at Gatewood consisting of a mixed-use upscale commercial, multi-family, townhomes in a village-style setting and containing approximately 146 acres and is generally located north of E. 146th Street and east of Olio Road. This subdistrict is to be developed in a more urban style with the proposed zoning being "Planned Business (PB)".

Heritage Commons is located south of E. 146th Street, east of Olio Road and contains approximately 134 acres. This property will be rezoned to Planned Business (PB) and removed from its current zoning district of Corporate Campus Planned Development district (CCPD). This subdistrict could include townhomes, multi-family, single and two-family dwellings as well as retail/commercial uses and will be a transition area from the property south of this development also known as Innovation Mile district (IMD) and continuing into the Gatewood Lakes planned development. The Market at Gatewood and Heritage Commons subdistricts are being rezoned; however, specific layouts for any developments in these two subdistricts are not proposed at this time which means that the applicant is required to return to the Plan Commission for a public hearing to amend both areas when they have a solid proposal for each subdistrict.

The next subdistrict continuing along East 146th Street to Cyntheanne Road will be known as the Garden Park subdistrict. This area will contain all single-family dwellings with roughly 515 lots on 249 acres to be zoned (R5).

The center point of this development is known as Gatewood Landing subdistrict which includes a +/- 40-acre lake, a residential_resort style amenities area, larger lot single-family houses surrounding the lake with traditional type single-family on an island in the center of the lake area. The lake is not for motorized watercraft such as boats. The subdistrict contains 159 acres for the residential lots (136) and amenity area of 7 acres to be zoned "R3 Single-Family Residential".

The final subdistrict known as Isleworth contains 460 acres for single-family residential consisting of approximately 1,771 lots and located east of Olio Road on the north and south sides of E. 156th Street to be zoned "Multi-Family Residential (R5)". The homes located on the center island in the Gatewood Landing area are a part of the 'Isleworth' subdistrict.

Although, the specific names of the zoning districts (R3 Single-Family Residential, R5 Multi-Family Residential, and PB Planned Business) remain as per the Unified Development Ordinance, the planned development ordinance provides a list of permitted uses in each zoning district category. The 'controlling developer' will be approving all applications, plans, drawings, etc. prior to those items being submitted to the city for review and the issuance of any permits. Sagamore Planned Development is a residential community that also functions in this same manner.

A "Program of Signs" for this development will return to the Plan Commission for approval of all sign regulations for this development. Once there is an adopted "program of signs", only those signs within that master planned signage booklet may be permitted.

Comprehensive Master Plan

The city's comprehensive master plan adopted in 2020 includes a future growth plan as a part of the document. This growth plan is to serve as a guide to development in anticipation of short- and long-term community growth needs. This plan proactively outlines steps that the city can take for the shaping and promoting a desirable future growth pattern as per the residents' vision in 2019. The growth includes a combination of approaches relating to infill, redevelopment, and new development. Some of the approaches were based on the future growth needs that cannot be developed by infill or redevelopment projects. Areas for future development were predominantly concentrated along the eastern edge of Noblesville and included the following areas: 1. Eastern areas within the current Noblesville jurisdiction, 2. Portions of Fall Creek Township between Interstate 69 and the southern boundary of Noblesville's Planning jurisdiction, and 3. Large portions of Wayne Township that present the primary opportunities for future growth because of its location, proximity to existing Noblesville municipal boundaries, and the quantities of undeveloped land. Other factors that rate this area as a higher growth area includes the proposed additional interchange at Cyntheanne Road and Interstate 69, the desirability of living in Noblesville, and the amount of undeveloped land in Wayne Township. This area along the eastern boundary of Noblesville as a growth area has the potential to be almost the current size of Noblesville and must be developed with a full range of additional or expanded services including police, fire, parks, trails, schools, grocery stores and other retail accommodations. The surrounding area to Wayne Township which includes notable features such as Ruoff Music Center, Hamilton Town Center, Saxony Corporate Campus, the Corporate Campus Planned Development and the Innovation Mile District continuously usher in large volumes of visitors, employees and residents to the area and is a catalyst for the long-term success of the region. Both placemaking and branding efforts are key strategies to establishing Noblesville's identity within this gateway. Noblesville's desire to expand easternly must be accomplished incrementally in a manner that is economically feasible and sustainable for the long-term. In the comp plan we have identified notable east/west and north/south connections in this area. Development in this area must always be controlled and measured to minimize the occurrence of leapfrog development as this type of development would impose greater financial burden on the city and its taxpayers.

Most of the area for the "Gatewood Lakes" master-planned development is featured as a land use growth area of "Mixed Residential" and a small portion being in the "Innovation/Flex" area being along Cyntheanne Road. The mixed residential is within the neighborhood typology that includes predominately residential (all types) with supportive uses such as parks, schools, and retail. These uses are highly walkable and have access to recreational opportunities. The Innovation/Flex typology is within the Employment Centers and could encompass campus style office uses and operate on a larger scale. It is compatible with neighborhood commercial and residential areas. Green spaces are a key along with connecting trails to residential and commercial uses.

The Planning Department is currently working on an RFP for complete overall of the Unified Development Ordinance and the Comprehensive Master Plan that will occur during several months beginning in mid-2025.

Waivers being sought

1. Establishment of a 50-FT peripheral landscape buffer yard. *Most of the development will meet the requirement except for a short area within the Garden Park District that due to the topography and its limitations including a wetland they must reduce it to 20-FT. This is located beginning at the northeast corner of the Heritage Farms property and extends for a couple hundred feet and then flares back out to the 50-FT buffer yard.*

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2. Modification to the Residential Bulk Standards Table

Requirement	Zoning District(s)	Current Minimums	Proposed Minimums
Minimum Lot Area per dwelling unit	R5	6,000-SF	1,670-SF
Minimum Lot Width	R5	50-ft	20-ft
Minimum front yard setback	R5, R3	30-FT	15-FT
Minimum Side Yard	R5, R3	6-FT	5-FT
Minimum Rear Yard	R3	20-FT	10-FT

Justifications include a townhome typically has less lot width that what our ordinance maintains as a minimum, these zoning districts will encompass several housing types, some of the requests have to do with the type of setting to be achieved (urban), some of these units are maintenance free living units including any other permitted uses.

3. Modifications to the Commercial Bulk Standards Table

Requirement	Zoning District(s)	Current Minimums	Proposed Minimums
Minimum Lot Area	PB	20,000-SF	0-SF
Minimum Lot Width	PB	1:2 lot width/length ratio	None
Minimum front yard setback	PB	60-FT	0-FT
Minimum Side Yard	PB	10 to 15-FT	0-FT
Minimum Rear Yard	PB	10 to 20-FT	0-FT
Floor Area Ratio (maximum)	PB	60%	0 %
Maximum impervious surface calculation	PB	75%	0 %
Maximum building height	PB	35-FT	50-FT

Justification: Allows for a more flexible design for mixed-use developments

4. Elimination of the minimum of a 60-FT building setback line for the establishment of a designation sign per each street external to the development.

Justification: Allows for buildings to be constructed closer to the street in a more urban style.

5. Elimination of the building base landscaping for non-residential buildings but would include multi-family.

Justification: The project is to be a pedestrian friendly including the walkability, outdoor amenities and other features relating to a more urban style of development.

6. Minimum/Maximum residential block lengths are 400/1000 feet

Justification: Elimination of both minimum and maximum residential block lengths to allow for common area breaks throughout the longer blocks that may not contain pedestrian walkways thus providing relief throughout the development.

7. Elimination of the residential requirement for corner lots to be a minimum of 50% larger than what is required.

Justification: Corner lots will be wider by design to accommodate the proper setback from both roads.

8. No structures, sidewalks, walls, fences and other similar items are permitted within the required peripheral landscape buffer yard.

Justification: Given the fact that they are maintaining the 50-FT peripheral buffer yard throughout the development, except for one short area, they believe that allowing these items would be cause of less safety issues and provide for better wayfinding opportunities.

9. Elimination of the minimum centerline radii for horizontal curves on residential streets 150-FT serving less than 50 lots.

10. Elimination of the minimum tangent distance between reverse curves for residential local streets of 150-FT for lots of less than 50 is 0-FT but greater is 150-FT.

Justification: Allow for a minimum radii of 150-FT for all residential streets thus allowing for more effective and natural traffic calming measures.

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Analysis Table

Item	Description	Analysis
Surrounding Land Uses	<p>North – Scattered site residential and agricultural land</p> <p>South – Innovation Mile District (IMD) and Corporate Campus Planned Development District (CCPD)</p> <p>East – Scattered site residential and agricultural land</p> <p>West – Ruoff Music Center, Corporate Campus Planned Development District (CCPD)</p>	The adjacent land uses include residential, agricultural, commercial and flex industrial uses.
Comprehensive Master Plan	Mixed Residential and Innovation/Flex	Reference previous section on Comp plan
Traffic Circulation and Thoroughfare Plan	<p>Secondary Arterials - 156th Street, Prairie Baptist Road</p> <p>Primary Arterials – Olio Road, E. 146th Street, Cyntheanne Road</p>	<p>Primary Arterials provide a high level of mobility and are used mostly for longer trips serving cross-city movements having larger distances between intersections, minimizing access to adjacent uses. These roads often connect major centers of employment with key amenities within the city.</p> <p>Secondary Arterials provide linkages from primary arterials and highways to major center and destinations.</p>
Environmental and Utility Considerations	HSE Utilities, City of Noblesville, Indiana American Water Company	This is within Indiana American Water Utility, City of Noblesville Planning and Engineering jurisdiction. Engineering did have comments of which some were addressed, and others are a part of motion for the adoption with a favorable recommendation.
Technical Advisory Committee Comments	Preliminary Review	Comments were received from SAMCO for the Hamilton Southern Sewer Utility with some coordination being required from the City of Fishers. Engineering also had preliminary comments.

Neighborhood Meeting

The applicant did hold the required 'neighborhood meeting' with the surrounding residents of the area. Some of the actual property owners of these development were present with approximately twenty (20) participants. Some of the participants had questions. Those questions related to (1) drainage, (2) surrounding roadway improvements prior to the development, (3) approximate time for the build-out of the community, (4) location of initial area to be developed, (5) length of time in the areas for initial development, and (6) and is there proposed a lift-station. These questions will be addressed at the meeting by either the developer or staff.

Attachments

Exhibit 1 – Aerial Photograph

Exhibit 2 – Conceptual Layout 02-13-2025

Exhibit 3 – Proposed Change of Zoning Ordinance 02-05-2025

Exhibit 4 – Proposed Preliminary Development Plan Ordinance 02-05-2025

Recommendation

Staff recommends approval of the change of zoning and preliminary development plan and ordinance for "Gatewood Lakes" as it adheres to the Noblesville Future Growth Plan within the Comprehensive Master Plan.

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Motions for change of zoning

1. Motion to approve the change of zoning regarding +/- 1,140 acres to R3 Single-Family Residential, R5 Multi-Family Residential, and PB Planned Business as per the public hearing and presentations for application **LEGP 0238-2024** and send a favorable recommendation for adoption to the Council.

2. Motion to deny the request for a change of zoning for approximately 1,140 acres as per the public hearing and presentations for application **LEGP 0238-2024** (LIST REASONS)

3. Motion to continue application **LEGP 0238-2024** until the March 17, 2025, meeting.

Motions for adoption of the preliminary development plan and ordinance

The Plan Commission can accept the motions below or can modify the motions to delete or include additional stipulations and/or conditions.

1. Motion to approve the change of zoning regarding +/- 1,140 acres from R3 Single-Family Residential, R5 Multi-Family Residential, and PB Planned Business to include a planned development overlay and adoption of said ordinance as per the public hearing and presentations for application **LEGP 0237-2024** and send a favorable recommendation for adoption to the Council including the following waivers and stipulations:

WAIVERS

- A. Reduction of the peripheral landscape buffer yard beginning as the northeast corner of the Heritage Farms property and continuing west per the preliminary development plan
- B. Modifications to the residential bulk standards
- C. Modifications to the commercial bulk standards
- D. Elimination of a 60-FT building setback being required for the establishment of a designation sign.
- E. Elimination of building base landscaping as per the ordinance requirements.
- F. Elimination of the minimum/maximum block lengths for residential streets.
- G. Elimination of the minimum percentage for corner lots for residential single-family.
- H. Allowance of items such as signs, fences, walls, and other similar structures within the peripheral buffer yard.
- I. Elimination of the minimum centerline radii for horizontal curves on residential streets.
- J. Elimination of minimum tangent distance between reserve curves for residential streets

STIPULATIONS

- I. Secondary plats which have private alley/drives shall include the following language:
 - a. *Any and all private streets shown on the plat shall be maintained to the same standard as adjacent public streets. The quality of the streets shall be assessed using the Pavement Condition Index and the City's assessment of the same. If the private street is not maintained to the same level of the adjacent public streets, the City shall be entitled to (but not obligated to seek) equitable and legal relief to have the private street improved to City standards for public streets. Such relief shall include but not be limited to a temporary injunction, a permanent injunction, and/or entering the property, performing the necessary improvements, and forcing the owner of the street to pay for such improvements. Such rights shall also include, but not be limited to, placing a lien on the property to reimburse the city for any and all costs related to enforcing this commitment. The City shall further be entitled to recoup its actual costs and fees (including reasonable attorney's fees) to*

enforce this commitment. Above-ground utilities must be relocated to the back of the ROW, outside the clear zone for roadside safety.

- II. 150' wide right of way shall be dedicated through the section referred to as Heritage Commons for the extension of the marquee pedestrian boulevard from Innovation Mile to 146th Street in a mutually agreed location
- III. TAC comments be address prior to issuance of building or improvement location permits.
- IV. Rights of way for programmed city capital projects shall be dedicated with the project boundary with 90 days to the City required for the capital project and associated utility relocation. If right of way is not granted within the 90-day period, subsequent building permits within the project boundary will be withheld.
- V. All applicable codes/regulations to the Indiana Administrative Code 675 shall be met, subject only to variances granted by the State of Indiana .

- 2. Motion to deny the request for a change of zoning for approximately 1,140 acres as per the public hearing and presentations for application **LEGP 0237-2024** (LIST REASONS)

- 3. Motion to continue application **LEGP 0237-2024** until the March 17, 2025, meeting.